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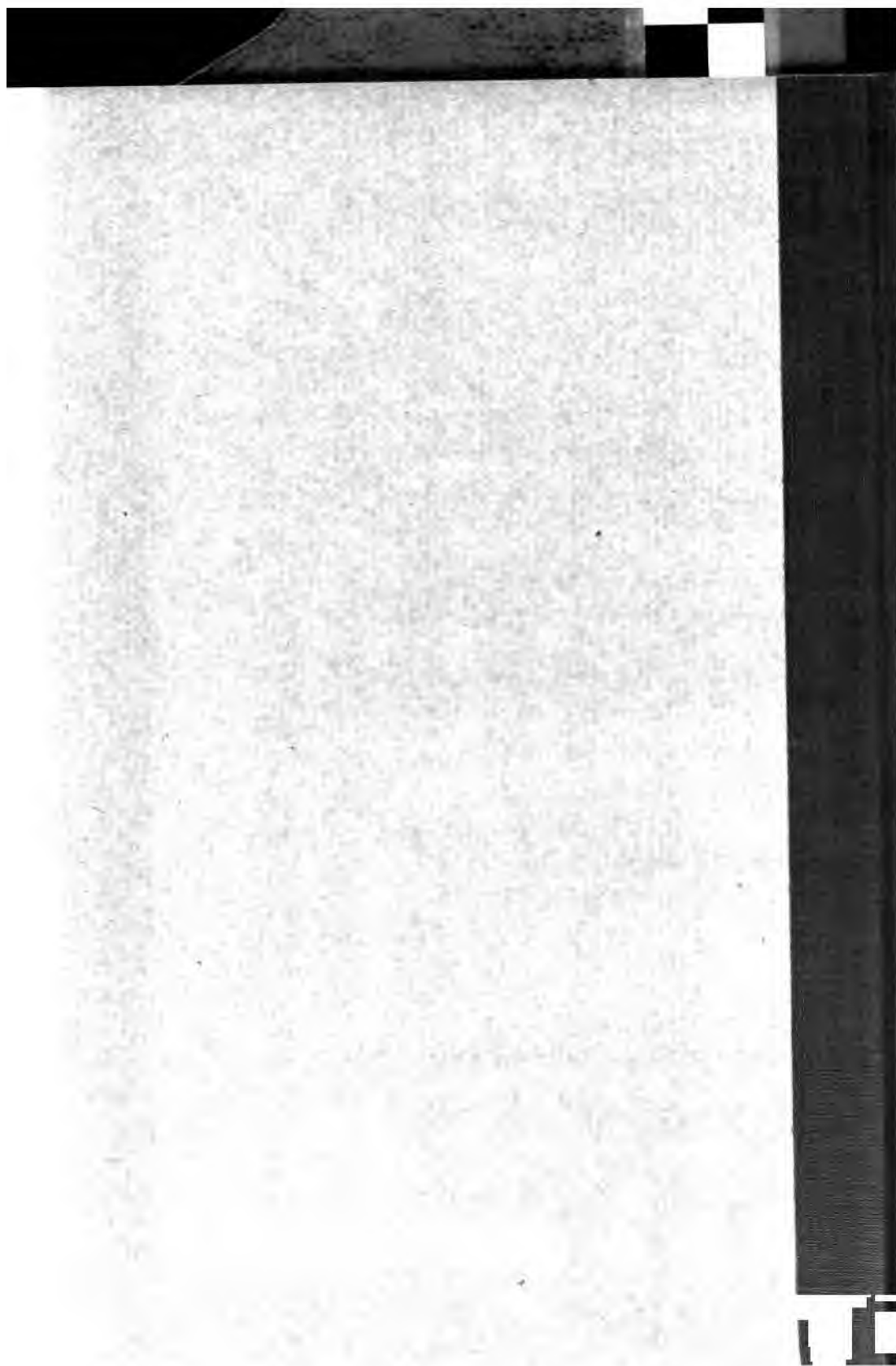
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HEARINGS

BEFORE

SUBCOMMITTEE

OF

U.S. Congress
"HOUSE COMMITTEE ON APPROPRIATIONS,

CONSISTING OF

MESSRS. BINGHAM, McCALL (Tenn.), HEMENWAY,
DOCKERY, AND ROBERTSON,

IN CHARGE OF

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1898,

ON THE

BILL TO PROVIDE FOR A PERMANENT CENSUS.

WASHINGTON:

GOVERNMENT PRINTING OFFICE.

1897.

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PERMANENT CENSUS.

SUBCOMMITTEE ON APPROPRIATIONS, *January 18, 1897.*

The subcommittee met at 10.30 a. m., Mr. Bingham in the chair.

STATEMENT OF HON. JOSEPH D. SAYERS, A REPRESENTATIVE FROM THE STATE OF TEXAS.

MR. CHAIRMAN AND GENTLEMEN: I introduced this bill (H. R. 9979, a bill to provide for a permanent census), and wish to say to you that it was not prepared by me, but was introduced by me after consultation with others.

The reason that I think something ought to be done at the present session of Congress is this: The year 1900 will soon be here, and inasmuch as the expense of the last census has already amounted to \$11,500,000 and the reports of the census have not yet been fully completed, my judgment is that something ought to be done not only to save a repetition of this enormous expense, but also to insure an early completion of the census.

Again, under the policy that has heretofore been adopted in regard to taking the census, there was too much work crowded into a given length of time and the Superintendent of the Census was compelled to employ whomever he could get hold of, and was under a constant pressure to make appointments for Members of Congress. We ought to avoid these troubles, and upon the score of economy, of accuracy, and for the early completion of the work, my judgment is that we should have some legislation in regard to the taking of the census at the present session of this Congress.

It will be noticed that this bill provides for a separate bureau. My opinion is that there ought not to be an independent census bureau, but that the person who is at the head of the Department of Labor should be charged with the duty of taking the census. Of course, you would have to increase his salary somewhat because of this large increase of work. Again, my judgment is that in the decennial year, instead of taking a complete census, as we have heretofore done, it ought to be confined to the taking of a census of the population, and that in the off years there might be taken a census as to manufactures, agriculture, and other branches that, in the judgment of Congress, might be considered desirable.

With this statement I will ask you to hear Colonel Wright. I have had considerable experience in this matter, from the fact that since 1890 it has happened that I have been on the Appropriation Committee and have been specially charged with the supervision and recommendation of appropriations for the census. I do not believe that any gentleman, if you impose upon him the duty of taking the census, as has been imposed, can diminish the cost or improve the accuracy of the census or the rapidity with which it is taken and the publication of the reports. In my judgment no greater reform can be accomplished by this Congress than by regulating and improving the manner of taking the census.

Colonel Wright has had charge of taking the census ever since the resignation of Mr. Porter and he is entirely familiar with the work. He knows what ought to be done and I will say that he has my entire confidence. I believe his judgment ought to be followed.

I would like for you to ask Colonel Wright especially in regard to imposing these duties upon the head of the Department of Labor instead of establishing a separate bureau. I am inclined to believe that a separate bureau ought not to be established.

MR. HEMENWAY. The establishment of a separate bureau would not only bring in an inexperienced head, but he would have to deal with inexperienced clerks and it would have to be done in a rush.

MR. SAYERS. Yes.

**STATEMENT OF HON. CARROLL D. WRIGHT, COMMISSIONER OF
LABOR.**

The CHAIRMAN. Are you familiar with all the provisions of this bill (H. R. 9979, a bill to provide for a permanent census)?

Mr. WRIGHT. Yes, sir; I drew the bill for Mr. Chandler of the Senate.

The CHAIRMAN. I suppose that this bill will repeal all laws pertaining to the Census Bureau?

Mr. WRIGHT. No; you will see by the last section (section 10) that it says "nothing contained in this act shall be construed as changing existing law so far as it relates to the completion and the distribution of the results of the Eleventh Census."

The CHAIRMAN. With that exception I suppose it would change the present law?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. It would repeal the present law for the reason that in section 6 it is provided that the Director of the Census shall proceed at once to make all necessary preparations for the next decennial enumeration, and so in the carrying out of this proposed legislation you start de novo on the whole question of the census for the future?

Mr. WRIGHT. That is correct.

The CHAIRMAN. I see in the first clause you have outlined what you feel is necessary for the immediate force.

Mr. WRIGHT. Yes.

The CHAIRMAN. Your proposition, then, is that this bill shall go into effect at the commencement of the next fiscal year?

Mr. WRIGHT. No; it will go into effect at once on its passage.

The CHAIRMAN. And you indicate the force that should be immediately appointed?

Mr. WRIGHT. Yes; so far as needed.

The CHAIRMAN. And the selection of that force you desire to have made by the Director of the Census?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. Further on in your bill you make provision for the subordinate force to be selected under the general law to regulate and improve the civil service of the Government.

Mr. WRIGHT. Entirely.

The CHAIRMAN. Why do you make distinction of this immediate force and the subordinate force?

Mr. WRIGHT. The only distinction is this: Section 2 provides for the force but says nothing about the civil service. In section 3 it says that the chief clerk, disbursing clerk, and the chief statisticians provided for in the preceding section may, in the discretion of the Director of the Census, be taken from the civil service. His discretion only applies to those three classes.

The CHAIRMAN. That is, to the chief clerk, disbursing clerk, and five statisticians?

Mr. WRIGHT. Yes. All other employees he must take in accordance with civil-service rules. He is only at liberty to select the chief clerk, disbursing clerk, and five statisticians, and he can take those from the civil service if he prefers.

The CHAIRMAN. If you are going to adhere to the civil service why should not the chief statisticians be appointed from the civil service?

Mr. WRIGHT. As far as I am concerned personally I would prefer to have it so and my original bill so provided. I would prefer that this section of the bill should provide "the chief clerk, disbursing clerk, and the five chief statisticians, and all other employees authorized by this act below the assistant director of the census, shall be appointed in accordance with the provisions of the act entitled 'An act to regulate and improve the civil service of the Government.'"

The CHAIRMAN. Then you are a believer in the full efficiency of the civil service?

Mr. WRIGHT. I am, from the administrative point of view. I have seen much better efficiency under the civil service so far as the Department of Labor is concerned.

The CHAIRMAN. Every one in your office is under the civil service?

Mr. WRIGHT. Yes, sir; every one, except two laborers, two charwomen, and myself.

The CHAIRMAN. And you believe it works well?

Mr. WRIGHT. We get on much better with it.

The CHAIRMAN. I don't believe much in it myself.

Mr. WRIGHT. It is a question of its administration. The principles are right. There are grave defects in the law as it now stands.

The CHAIRMAN. Not only grave defects in the law, but grave defects in its administration. Then you think the detailed force submitted in section 2 is necessary for the inception or preliminary work of the organization of the bureau?

Mr. WRIGHT. It need not exceed that. I think a less force would be sufficient, perhaps. It is so provided in order that the Superintendent would not be hampered.

He could go ahead and make his preparations properly, and make his detailed report to the next Congress.

I want to speak in regard to a law point which has been a difficulty and which it is essential should be remedied. In the last two censuses the schedules, without legislation as to specific forms, have been left entirely to the Superintendent and the Secretary of the Interior, and whenever a manufacturer has refused to give the facts desired, which the law provides he shall give under a penalty, the Attorney-General has never dared to push one of these cases because they meet this stumbling block in law, that Congress has delegated its power to define a crime or misdemeanor to an official. That can not stand in law.

So when I took charge of the Census Office in 1893. I found several suits pending against manufacturers here and there to compel them to reply to questions, and in response to a request from the Attorney-General for my views I reported at once that there was only one way to do, and that was to quash those cases, because no court would decide that Congress has a right to delegate to me or any other officer the power to define what a misdemeanor is under the law. Congress must define that itself. I would like to see Congress legislate for the next census upon the specific inquiries to be asked in that census—not upon the identical form or construction of the inquiries, but the substance—and if that is not done there will be this same trouble over again. At the present time there is nobody whose business it is to formulate that sort of legislation. It requires patience, deep study, and comparison with other acts. It takes time for that alone. Next winter whoever is appointed Superintendent could submit a bill that would cover this point. Heretofore it has been haphazard all the way through. Nobody understood that better than General Walker. The very last thing he said was: "Don't allow any further censuses, by your influence or advice, to go on the go-as-you-please plan."

The CHAIRMAN. That would come in under section 6?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN (continuing). Where it is provided that the Director shall make such further suggestions and recommendations relating to the details necessary for taking the Twelfth Census and subsequent censuses, and for the continuous work of a permanent Census Office, as he may deem proper?

Mr. WRIGHT. Yes, sir.

You spoke of the force necessary to make the preparations for the Twelfth Census. These are some of the reasons for that force. There is another reason why that force ought to be provided for. Our inquiries concerning the population have grown in one hundred years from 6 to 381, and the expense of the censuses—

The CHAIRMAN. I want to get the expense of the three censuses—1870, 1880, and 1890, which you doubtless have.

Mr. WRIGHT. I have here the expense of every census and the number of volumes and the condition of each volume in the present census.

The CHAIRMAN. Your prepared statement doubtless answers a great many questions that we would like to ask.

Mr. WRIGHT. Yes, sir.

Mr. DOCKERY. That will be filed as a part of the record and printed.

Mr. WRIGHT. The best way to understand the census is by the per capita cost. In 1790 it was 1 cent and 1 mill per capita; in 1890 it was 18 cents and 3 mills per capita, or eighteen times as much.

The CHAIRMAN. One can hardly make a comparison, because the census of 1790 was a very limited census.

Mr. WRIGHT. But you can make a comparison between the census of 1880 and the census of 1890, where it was substantially the same kind of a census. The per capita cost in 1880 was 11 cents and 7 mills, but in 1890 it was 18 cents and 3 mills.

Mr. DOCKERY. What was the per capita cost in 1870?

Mr. WRIGHT. Eight cents seven mills.

Mr. DOCKERY. Have you a statement covering the per capita cost of each census?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. That statement covers the point I wanted to bring out.

Mr. DOCKERY. You have submitted papers showing the total cost of each census and the per capita cost?

Mr. WRIGHT. Yes, sir; those are very important features.

The CHAIRMAN. You are clear then that the best service comes from the classified service?

Mr. WRIGHT. Yes, properly administered. I would always want to put that qualification in. If you are going to cut under it here and stick to it there I have nothing to say, but if an administrative officer will adhere to it and see that his men are protected, that they are not abused or crowded out for others to be placed over them, through promotions, then I say the best service the Government has seen up to to-day comes under the civil-service regulations.

Mr. HEMENWAY. The very conditions you describe have existed all along, men are crowded out.

Mr. WRIGHT. To a certain extent I believe. In our Department we have got along very well and there has been none of that.

The CHAIRMAN. In that connection, in section 3 of the bill a body of clerks are given preference or precedence—those who have heretofore served in the census.

Mr. WRIGHT. But they must have passed the examinations and be on the eligible list.

The CHAIRMAN. Why should those clerks have the preference?

Mr. WRIGHT. They have had experience. It is left to the discretion of the Director whether he shall appoint them.

The CHAIRMAN. But they may be on the eligible list at a lower grade than bright young men who have passed the civil-service examinations but have not been heretofore employed in the census.

Mr. WRIGHT. The Director need not ask for them unless there are some whom he particularly wants. The clerks referred to will not be certified, unless the Director asks for them.

The CHAIRMAN. You make it distinct from the paragraph as to legislation in regard to the soldier.

Mr. WRIGHT. Yes. This very clause bothered me as much as anything else connected with this bill. If you report a bill at all a great pressure will be brought to bear from the old census clerks who want to get back—

The CHAIRMAN. Without a doubt.

Mr. WRIGHT (continuing). Asking that they shall be exempt entirely and that the appointments shall be made from their number, and that would be prejudicial to the work.

The CHAIRMAN. Why?

Mr. WRIGHT. Because they had some clerks in the office who ought not to have been there at all. Four thousand five hundred individual appointments were made in the last census in the office alone.

Mr. DOCKERY. Do you remember the number in the field?

Mr. WRIGHT. The total number appointed for office work was 4,465; special agents, 2,900; supervisors, 175, and enumerators, nearly 47,000.

The CHAIRMAN. The enumerators were appointed for only thirty or sixty days?

Mr. WRIGHT. Yes; they do not really count when considering appointments.

Mr. DOCKERY. Can you give the corresponding information for the census of 1880?

Mr. WRIGHT. No, sir.

The CHAIRMAN. Do your exhibits show the cost of the several censuses?

Mr. WRIGHT. Yes, sir. My statement gives the per capita and total cost. The office cost of the Eleventh Census was \$6,196,000 in round numbers.

The CHAIRMAN. What did the field work cost?

Mr. WRIGHT. The total cost of the census was \$11,500,000.

The CHAIRMAN. Does that cover the printing and every cost?

Mr. WRIGHT. Yes, sir; every cost.

The CHAIRMAN. Except mail transportation?

Mr. WRIGHT. That is free.

The CHAIRMAN. I remember it came up before the Committee on Post-Offices and Post-Roads, that that work cost \$1,000,000.

Mr. WRIGHT. Yes, it is all franked matter, but the work had to be done, and it cost the Government that amount.

Mr. DOCKERY. Please give us under separate heads the principal items of cost of the Eleventh Census.

Mr. WRIGHT. The whole expense of the Eleventh Census can be put down at \$11,546,000. Printing, engraving, and binding schedules and preliminary reports, \$606,500; printing, engraving, and binding final reports, \$925,000; the special work of Farms, Homes, and Mortgages, \$1,330,000; all other expenses, \$8,665,000. I do not hesitate to say that the total expense was at least \$4,000,000 too much.

Mr. DOCKERY. Was the printing done by the Government Printing Office?

Mr. WRIGHT. The item of printing amounting to \$606,500 was the cost of printing done in the Census Office itself—in the office which the census law established.

Mr. DOCKERY. Then the Census Office had a printing plant?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. That is, for their forms and blanks?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. But nothing pertaining to the printing of the census?

Mr. WRIGHT. No, sir; they printed preliminary schedules, blanks, and bulletins, but not the general schedules or final reports.

Mr. DOCKERY. That printing plant is now under the control of the Secretary of the Interior?

Mr. WRIGHT. Yes, sir.

Mr. DOCKERY. And would be available for similar work in taking the Twelfth Census?

Mr. WRIGHT. Yes; they had a fine outfit.

The CHAIRMAN. Under what Department of the Government would this bureau come?

Mr. WRIGHT. As the bill provides, it would be an independent department.

The CHAIRMAN. Would it not be better to place it under some one of the Departments of the Government instead of creating or erecting a new bureau independent of all executive control?

Mr. WRIGHT. As a matter of governmental theory, yes; as a matter of practice, no. The Department of the Interior is very large and its head changes every four years. Now, I do not hesitate to say—and this is no criticism of anyone—that had not the change of administration come when it did in 1893 this census would have been out of the way a year and a half ago; but the census was not under civil-service rules and there were 339 appointments made in the office when the work was drawing to a close and the office force was being reduced.

As things were run in the Census Office, the Superintendent had to take all the criticism, while the fault really lay in existing methods and practices. I shall have to come here before this session is over and ask for an appropriation of \$6,000 or \$7,000 on account of the policy of the Department of the Interior. When they were short of hands in any of the Bureaus of that Department they have taken an employee from the Census Bureau and assigned him to duty elsewhere. They have taken the past year more than \$6,000 from the census roll in this way. In 1880 there was practically the same condition of affairs, but it has been repeated in 1890, in an aggravated way, so that I do not hesitate to say that the Census Office should not be continued in the Department of the Interior. It is too big a Department, and its head can not take any intelligent interest in the census. The man who is held responsible for the census ought to have the guidance of it. The theory of government is that all expenditure shall, as a rule, be made under the control of some one member of the President's official family. That is a good theory, but so far as the census is concerned, theory and practice are very much at variance, and as a result you have an expensive census without being able to fix the responsibility therefor.

The CHAIRMAN. Does your bill provide that an annual report should be made to Congress?

Mr. WRIGHT. It does. Section 10, the last section, provides that the Director shall annually make a detailed report to Congress "of such expenditures," the expenditure of certain sums having been already mentioned in that section. He would have to do it under the general law, anyway.

The CHAIRMAN. That means a general report?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. If you are going to have an independent bureau, I wanted to know to whom you are going to make your report.

Mr. WRIGHT. The same as I do as Commissioner of Labor in charge of the census. I make an annual report to the Secretary of the Interior relative to the census work, and I make, besides, an annual report of the work of the Department of Labor, which is a scientific report.

The CHAIRMAN. That is the point I am getting at; you make that report to the Secretary of the Interior?

Mr. WRIGHT. As the head of the census I do, but not as Commissioner of Labor.

The CHAIRMAN. I desire to know where you would make your general annual report.

Mr. WRIGHT. That should be made to Congress—an annual report of the operations of the office.

The CHAIRMAN. As the Census Office is to be a permanent establishment, can the Director of the Census, with fair compensation, a salary of \$6,000 per annum, together with the assistant director at a salary of \$4,000—

Mr. WRIGHT. I think that assistant is very essential.

The CHAIRMAN. I recognize that. Could this Director embrace any other lines of work now being done by the Government of a character similar to the census work?

Mr. WRIGHT. Yes; the work could embrace two lines logically and economically. It could embrace the work of the Division of Statistics of the Department of Agriculture, and it could embrace the work of my department. I do not see that at present it could go any further. The Bureau of Statistics of the Treasury is not really a bureau of statistics; it is a division in the Treasury Department, and its function is to report the recorded business of that Department so far as exports and imports are concerned. That is all. They are not collectors of original data; they are recorders of daily functions.

The CHAIRMAN. Its work is more directly the work of that particular Department of the Government?

Mr. WRIGHT. Entirely so.

The CHAIRMAN. The statistics of that Department in its daily work or daily concern?

Mr. WRIGHT. Exactly. It has nothing to do with this other work. There are many things that have been done by the census that ought not to be done by that office in the future; things that have resulted in a waste of money, a waste of energy, and a dissipation of force. Take, for instance, the work in regard to the irrigation report. The last census made a very valuable report on this subject, by Professor Newell, who is an officer of the Geological Survey and who received no compensation from the Census Office; but it was an expensive report. There are three other offices in the Government making investigations in regard to irrigation—the Land Office, the Geological Survey, and the Department of Agriculture. The Census Office need not take up that work.

Mr. CHAIRMAN. That is a duplication.

Mr. WRIGHT. It is worse than that; it is an expenditure of money which ought not to be allowed. What I have said about the report on irrigation applies to the report in regard to the mining industries of the country. Dr. Day had charge of that and received no compensation directly, but the work cost nearly \$200,000, when, as a matter of fact, he makes such a report for the Geological Survey every year. Another matter is the report in regard to transportation, concerning which the Eleventh Census published two great volumes. The chief of that division was Prof Henry C. Adams, of Ann Arbor, one of the ablest men in the country, and one of the best political economists in the United States; but he is also the statistician of the Interstate Commerce Commission, and makes a report on railway transportation annually for that Commission, and the census report, also prepared under his direction, was not brought out until two or three years after the annual report for the Interstate Commerce Commission, on which it was based.

The CHAIRMAN. Your census was late goods on the shelf.

Mr. WRIGHT. Yes, sir. Another matter is the report on Indians. However valuable that report is, it belongs to the Indian Bureau, except so far as the information relates to Indian population, which properly constitutes a part of the census work. I mention these things in order to show you how the work has piled up and why there was so much expense. Two great volumes were also published on insurance, and yet there is a private concern in New York which issues a report on this subject every year of infinitely more value, because it is prompt and it is done for profit.

The CHAIRMAN. It is business.

Mr. WRIGHT. Yes; and it is worth many times as much as the census report. So, in the same way, in regard to the transportation report, Poor's Manual, in connection with the report of the Interstate Commerce Commission, furnishes us prompt and efficient data. Why should the Census Office touch that subject at all? You may say on account of water transportation, but the Commission of Navigation could attend to that. There is no necessity for its forming a part of the work of the Census Office. There are two volumes relating to 282,000 inmates of prisons, reformatories, almshouses, and benevolent institutions, and four volumes on vital statistics, but with the exception of those statistics which come from registration States and cities—those States and cities that insist upon the returns of births, deaths, and marriages—a considerable part of this report is based upon incomplete data. The report on vital statistics was prepared by Dr. Billings, who served without pay, being then an officer of the Government, and the report derives a large part of its value from his expert knowledge and skillful treatment of this subject.

I would eliminate all those things at the decennial enumeration and bring the census down to those facts which it ought to cover legitimately.

The CHAIRMAN. Your criticism is that the people are better informed in regard to many of these statistics through other channels?

Mr. WRIGHT. Yes; and if you could get rid of this habit of piling up all this material in the decennial year and then trying to crawl out from under it, the census would be a more valuable work; and you will have accomplished a great reform. You will save a great deal of money and make the census valuable to business men. To-day it is not. The statistics of manufactures, for instance, are of little value to those interested in manufacturing.

The CHAIRMAN. All you submit, which has great force, would necessarily be a part and parcel of the provisions of section 6 that would be submitted to Congress.

Mr. WRIGHT. Yes; let whoever is to take the next census have the responsibility thrown upon him of reporting to Congress a detailed plan for the work of the census and have the lines of inquiry and specific topics the subject of law, so he shall not go outside of them. I think you will have accomplished a great deal if you do that, and I believe with the expenditure of \$75,000 you will be able to save \$750,000.

Mr. DOCKERY. Please explain that a little more in detail. Why do you give that as your opinion?

Mr. WRIGHT. The Superintendent comes in, as always in the past, after the law providing for the decennial census has been passed. He knows nothing of the law; he had nothing to do with it. He has to jump into the work immediately. He has not time even to form the schedules, to say nothing of printing them, and he undertakes, necessarily, a great deal of experimental work which has to be abandoned—

lines of work which have to be abandoned because of lack of proper preparation. When a man undertakes a big job of work, such as the taking of the census, he should know from the beginning just what he has to do, from cellar to superstructure. Preparation is necessary. He needs skilled men to help him. The Superintendent of the Census has never been able to pay but little, if any, attention to the real work for which he was commissioned, because he has been so absorbed in the immediate organization of an immense army and in the appointment of its members. Proper preparation means the saving of large sums of money later on. You would not ask a man to build a ship who started in by hauling material haphazard into the shipyard. He has to have the plan first. You would not erect a house without some plan. You would not haul five or ten million bricks without knowing beforehand how many were needed. You would make a calculation in the first place.

The CHAIRMAN. Does the present law in reference to the Eleventh Census give a large discretion to the Superintendent of the Census as to the statistics which he may gather?

Mr. WRIGHT. It gives him discretion, with the approval of the Secretary of the Interior, to modify and change the forms of inquiries and their scope, and there is where the trouble comes in. The various subjects of investigation had to be left to experts, and each expert is like a specialist in medicine. He always finds something the matter with you anyhow. Another great fault under the present method was that there were a number of suboffices not under the immediate control of the Superintendent. There is in this way a large expenditure of money which ought not to take place. None of these remarks are in criticism of Mr. Porter. He had all he could do. He has taken a better census on the whole than we ever had in some of its vital features. I want to say another thing, that the Tenth Census—that of 1880—was considered by General Walker and his assistants as a centennial affair, and so it branched out into new directions—the monograph idea, reports of special agents, etc., but he never intended that that should be repeated again.

The CHAIRMAN. It has not only been repeated but it has been amplified.

Mr. WRIGHT. Yes. There were twenty-two great quarto volumes in the Tenth Census and twenty-five such volumes in the present census, and I do not hesitate to say that everything in those twenty-five volumes could, with proper preparation beforehand, have been put into fifteen volumes.

Mr. DOCKERY. How many volumes in the present census?

Mr. WRIGHT. Twenty-five volumes, twenty-three of which are issued.

Mr. DOCKERY. There are only two not published?

Mr. WRIGHT. Yes, and they are nearly completed.

The CHAIRMAN. When will they be finished?

Mr. WRIGHT. Probably by the middle of February; perhaps before that.

The CHAIRMAN. That will close out the entire office?

Mr. WRIGHT. There will be some necessary proof reading after that.

The CHAIRMAN. It will be closed up by the end of this fiscal year?

Mr. WRIGHT. Yes; except that there will have to be someone in charge of the census records. Constant inquiries are made, and there is not a day but somebody comes there to consult the records.

Mr. DOCKERY. What are the two remaining volumes?

Mr. WRIGHT. Part II of the Report on Population, and Part I of the Report on Vital Statistics. Other than that they are all published.

The CHAIRMAN. What is the nature of the volume on population remaining unfinished?

Mr. WRIGHT. It takes up the occupations of the people—the most difficult and ugly feature of the census. We have about twenty people at work now.

Mr. DOCKERY. How are you able to determine that the force you estimate is a correct force?

Mr. WRIGHT. From experience. I have organized several statistical offices, and have been in this work for 24 years. It has been my life work, and I think that force is ample.

The CHAIRMAN. I see by the bill that the bond of the disbursing clerk is placed at only \$10,000.

Mr. WRIGHT. That is temporary. When the large office force is provided for, after the superintendent has reported in accordance with this bill, the bond ought to be fixed at from \$20,000 to \$50,000. Under the proposed organization he only has to disburse \$75,000, and his time will be taken up in various ways. This bill only designates one of the \$1,800 clerks, but there should be ultimately a disbursing clerk at \$2,500.

I would like to call your attention on page 3 to certain things which ought to be changed. I am perfectly willing to change the first part of section 3 and put all those officers under the civil service; but the change I particularly refer to is that in line 11 the word "clerks" should be changed to "employees." It is to cover all classes, as watchmen, messengers, etc.

The CHAIRMAN. That would take in everyone.

Mr. WRIGHT. It takes in all those that are within the classified service—whatever they are. They do not need to be defined here, because Executive orders define them. In section 4 there is a little obscurity which should be eliminated. Line 5 of section 4 should be changed by substituting the words "continue the work of the permanent Census Office established by this act" for the words "to carry out the provisions of this act," so that the concluding words of the section will read, "as he may deem necessary to continue the work of the permanent Census Office established by this act." That throws it over into the next year and avoids obscurity, and the accounting officers of the Treasury would find it perfectly plain.

The CHAIRMAN. If this section 3 in reference to the civil service was not incorporated in this act it would require another Executive order to place the Census Office under the civil service.

Mr. WRIGHT. If you pass this bill it would make an independent office. If it should be placed in the Department of the Interior it would not do so, but if this bill is passed it would require a special Executive order, because it provides for a separate office.

The CHAIRMAN. Your judgment, then, is clear that this should be an independent office, reporting directly to Congress?

Mr. WRIGHT. That is my view of it.

The CHAIRMAN. And the Superintendent would then make an annual report to Congress?

Mr. WRIGHT. Yes; Governor Sayers does not believe in that.

The CHAIRMAN. Under this bill the Superintendent would have no superior interference?

Mr. WRIGHT. He would have no superior interference, and the man who takes the census is responsible for it.

Mr. DOCKERY. I cordially concur in that view. For the time being it is as great as any of the Departments, and it is the merest theory to suppose that the head of any Department could exercise any intelligent supervision.

The CHAIRMAN. The best illustration of its importance is the fact that it has cost \$11,500,000.

Mr. WRIGHT. I make no criticism. I say if a Secretary has six or eight bureaus under him like the Patent Office, Land Office, and Pension Office, he is not going to bother very much with specific technical work of the Census Office, which is only temporary.

The CHAIRMAN. Have you any other amendments to suggest?

Mr. WRIGHT. No, sir.

Mr. DOCKERY. In regard to the disbursing officer I desire to suggest that he ought to report monthly and his bond should be approved by the Secretary of the Treasury.

Mr. WRIGHT. The bill provides that he may report oftener as may be found necessary. The Secretary of the Treasury generally issues an order as to how often disbursing clerks are required to report. They do report monthly, as a matter of fact.

Mr. DOCKERY. And you will find also that the general law covers the manner of proceeding when there is a breach of the bond. That is done under the supervision of the Auditor who will audit the accounts. In this case it will be the Auditor for the State and other Departments.

Mr. WRIGHT. I follow the language of the existing census law, but you are more familiar with those things, and it could be changed according to your suggestion.

Mr. DOCKERY. Since then the law has been changed, but that is a minor matter.

The CHAIRMAN. Do you think section 7 is necessary?

Mr. WRIGHT. I think it is as a matter of economy and efficiency. At the present time, if you send anything to the Public Printer you have to take your turn. It does seem to be a necessity for efficiency and prompt work. An office like the Census Office or like the Department of Labor is obliged to send out directions or circulars of information to agents and others and must have them immediately, and I have found that a little printing office, with one man to run it, in the Department of Labor, has saved thousands of dollars. In fact, before we had the printing office one case of delay cost the Government \$1,000 waiting for the Public Printer, because he has to take things up in turn. You may mark it "special," but that does not always prove effectual. He must attend to each in turn. So as a matter of economy section 7 is essential.

The CHAIRMAN. You then think that the Division of Statistics now organized in the Department of Agriculture could wisely become a part of the work of the Census Office?

Mr. WRIGHT. It could.

The CHAIRMAN. With economy?

Mr. WRIGHT. Yes.

The CHAIRMAN. And with as great benefit to the people in annual reports?

Mr. WRIGHT. I see no reason why it should not. The present Secretary of Agriculture would be very glad, as he has said—as I have reported in this report, Senate

Document No. 5, present session—to have that statistical work turned over to a permanent Census Office.

The CHAIRMAN. And as to the Bureau of Labor, what have you to say?

Mr. WRIGHT. That is an independent department.

The CHAIRMAN. That is your own department.

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. What as to that?

Mr. WRIGHT. That is a delicate matter for me to discuss. Governor Sayers kindly said before you came in that the census work should be put under the Department of Labor; that it would be a matter of practical legislation to join those two forces together. You would not want to abolish the Department of Labor and turn it over to the Census Office. If you did anything you would want to commit the census work to the Department of Labor. I report direct to the President. Personally I should dislike very much to be put in charge of census duties. Logically, however, and from an administrative point of view, the work of the Department of Labor and that of the Census Office could be carried along together.

The CHAIRMAN. There is only one side, then, as to the question of establishing a permanent Census Office.

Mr. WRIGHT. Yes. There can be no two sides to this question of a permanent census force. Without a permanent force the clerks never have any interest in their work. Their interest has been to delay, for they knew that the longer the work lasted the longer they would be employed. If people are found delaying, it is almost impossible to say to them, "The quicker you work the quicker you lose your place." To a permanent force one can say, "The better you work the better or surer your position."

The CHAIRMAN. Have you given us all the printed data you desire?

Mr. WRIGHT. I think so.

Mr. DOCKERY. Are the final volumes of the census printed by the Government Printing Office?

Mr. WRIGHT. Yes; they must be.

Mr. DOCKERY. There is one suggestion I desire to make. You provide for the appointment of the Director of the Census without fixing any term.

Mr. WRIGHT. That is the way such an officer should be appointed. He should hold his office at the pleasure of the President, without being obliged to have his commission renewed. The Director of the Geological Survey holds his office in that way, and many other offices are that way. This has been the case with the Superintendent of the Census.

The CHAIRMAN. Without any fixed term?

Mr. WRIGHT. Yes. If you have a fixed term or have to renew an officer's commission the reappointment may come at an important juncture of the work, and it does not seem to me to be a safe plan.

The CHAIRMAN. This report (Senate Document No. 5) and this memorial of statisticians and economists cover the general proposition.

Mr. WRIGHT. Yes, sir. Besides that, there is a lot of material which Mr. Porter reported in 1891 in obedience to a Senate resolution, and I want to say this, that in the statements I have made I am in perfect accord with Mr. Porter, General Walker, and all the leading statisticians and economists, and, furthermore, the newspapers of the country, with two or three exceptions, have indorsed the idea of a permanent Census Office. The only point is as to the form of the legislation, and immediate legislation should be had, because if it is not effected at this session it will not be done until 1898, and that is too late for proper preparation.

The committee, thereupon, at 12 o'clock adjourned.

Table showing the publications and cost of each census of the United States.

[Prepared by Pitman Pulsifer, formerly clerk to Committee on the Census, United States Senate.]

| Census of— | Population. | Volumes published. | Number of pages. | When published. | Entire cost of census. | Title of volume. |
|------------|--------------|--------------------|---|---|------------------------|---|
| 1790..... | 3, 929, 214 | 1 | 52..... | 1792..... | \$44, 377. 18 | 1. Return of the whole number of persons within the several districts of the United States. |
| 1800..... | 5, 308, 483 | 1 | 78..... | 1801..... | 66, 009. 04 | 1. Do. 1. Aggregate amount of each description of persons within the United States, etc. 2. A series of tables of the several branches of American manufactures, exhibiting them in every county of the Union, so far as they are returned in the reports of the marshals and of the secretaries of the Territories and of their respective assistants in the autumn of the year 1810, together with returns of certain doubtful goods, productions of the soil, and agricultural stock, so far as they have been received. |
| 1810..... | 7, 239, 881 | 2 | 90 in first 170 in second | Not given 1813..... | 178, 444. 67 | 1. Census for 1820, etc. 2. Digest of Accounts of Manufacturing Establishments, etc. 1. Fifth Census, or Enumeration of the Inhabitants of the United States (so wretchedly printed, that Congress required a republication, which enhanced the cost of the census to \$378,543.13). |
| 1820..... | 9, 033, 822 | 2 | 164 in first 100 in second | 1821..... 1823..... | 208, 525. 09 | 1. Compendium of the Enumeration of the Inhabitants, and Statistics of the United States. 2. Sixth Census, or Enumeration of the Inhabitants of the United States. |
| 1830..... | 12, 866, 020 | 1 | 163..... | 1832..... | 378, 543. 13 | 3. Statistics of the United States, etc. 4. Census of Prisoners for Revolutionary and Military Service, with their names, ages, and places of residence, etc. |
| 1840..... | 17, 060, 453 | 4 | 379 in first 470 in second 410 in third 108 in fourth | 1841..... 1841..... Not given | 838, 870. 95 | 1. The Seventh Census of the United States. 2. Statistical View of the United States. 3. Mortality Statistics of the Seventh Census. 4. Digest of the Statistics of Manufactures. |
| 1850..... | 23, 191, 876 | 4 | 1022 in first 400 in second 304 in third 143 in fourth | 1853..... 1854..... 1855..... 1859..... | 1, 429, 027. 00 | 1. Population. 2. Agriculture. 3. Manufactures. 4. Mortality and Miscellaneous Statistics. |
| 1860..... | 31, 448, 821 | 4 | 694 in first 292 in second 746 in third 584 in fourth | 1864..... 1864..... 1865..... 1870..... | 1, 922, 272. 00 | 1. Population. 2. Agriculture. 3. Manufactures. 4. Mortality and Miscellaneous Statistics. |
| 1870..... | 38, 558, 371 | 4 | 942 in first 804 in second 679 in third 813 in fourth | 1872..... 1872..... 1872..... 1872..... | 3, 136, 511. 00 | 1. Population. 2. Agriculture. 3. Manufactures. 4. Mortality and Miscellaneous Statistics. |
| | | | 181 in first 198 in second 1149 in third 809 in fourth 924 in fifth 848 in sixth 909 in seventh | 1883..... 1883..... 1883..... 1883..... 1884..... 1884..... 1884..... | | 1. Statistics of Population. 2. Statistics of Manufactures. 3. Statistics of Agriculture. 4. Agencies of Transportation. 5. Cotton Production in the United States, part 1. 6. Cotton Production in the United States, part 2. 7. Valuation, Taxation, and Public Indebtedness. |

| | | | | | |
|-----------|--------------|----|--|-----------------|--|
| 1890..... | 50, 155, 78° | 23 | <div>910 in eighth..... 1884.....</div> <div>612 in ninth..... 1884.....</div> <div>843 in tenth..... 1884.....</div> <div>767 in eleventh..... 1885.....</div> <div>803 in twelfth..... 1886.....</div> <div>541 in thirteenth..... 1886.....</div> <div>705 in fourteenth..... 1886.....</div> <div>1025 in fifteenth..... 1886.....</div> <div>740 in sixteenth..... 1886.....</div> <div>672 in seventeenth..... 1887.....</div> <div>915 in eighteenth..... 1886.....</div> <div>843 in nineteenth..... 1887.....</div> <div>719 in twentieth..... 1886.....</div> <div>581 in twenty-first..... 1888.....</div> <div>596 in twenty-second..... 1888.....</div> <div>1886 in { Part 1..... 1888.....</div> <div> { and Part 2..... 1888.....</div> | 5, 862, 750. 24 | <div>2. Newspapers, Alaska, and Ship-building.</div> <div>9. Forest trees of North America, and Portfolio of Maps.</div> <div>10. Petroleum, Coke, and Building Stones.</div> <div>11. Mortality and Vital Statistics, part 1.</div> <div>12. Mortality and Vital Statistics, part 2.</div> <div>13. Statistics and Technology of the Precious Metals.</div> <div>14. Mining Laws of the United States.</div> <div>15. Mining Industries of the United States.</div> <div>16. Water Power of the United States, part 1.</div> <div>17. Water Power of the United States, part 2.</div> <div>18. Social Statistics of Cities, part 1.</div> <div>19. Social Statistics of Cities, part 2.</div> <div>20. Wages, Prices of Necessaries of Life, Trades Societies, and Strikes and Lockouts.</div> <div>21. Defective, Dependent, and Delinquent Classes.</div> <div>22. Power and Machinery employed in Manufactures, and the Ice Industry Compendium, in two parts.</div> |
| 1890..... | 62, 622, 250 | 25 | <div>11, 546, 662. 50</div> <div>Condition of volumes January 1, 1897.</div> <div>1. Population—Part 1. Published.</div> <div>2. Population—Part 2. In hands of printer.</div> <div>3. Vital and Social Statistics—Part 1. In hands of printer.</div> <div>4. Vital and Social Statistics—Part 2. Published.</div> <div>5. Vital and Social Statistics—Part 3. Published.</div> <div>6. Vital and Social Statistics—Part 4. Published.</div> <div>7. Insane, Feeble-minded, Deaf, and Blind. Published.</div> <div>8. Crime, Pauperism, and Benevolence—Part 1. Published.</div> <div>9. Crime, Pauperism, and Benevolence—Part 2. Published.</div> <div>10. Churches. Published.</div> <div>11. Manufactures—Part 1. Published.</div> <div>12. Manufactures—Part 2. Published.</div> <div>13. Manufactures—Part 3. Published.</div> <div>14. Wealth, Debt, and Taxation—Part 1. Published.</div> <div>15. Wealth, Debt, and Taxation—Part 2. Published.</div> <div>16. Insurance—Part 1. Published.</div> <div>17. Insurance—Part 2. Published.</div> <div>18. Agriculture, Irrigation, and Fisheries. Published.</div> <div>19. Transportation—Part 1. Published.</div> <div>20. Transportation—Part 2. Published.</div> <div>21. Mineral Industries. Published.</div> <div>22. Indians. Published.</div> <div>23. Alaska. Published.</div> <div>24. Real Estate Mortgages. Published.</div> <div>25. Farms and Homes, Proprietorship and Indebtedness. Published.</div> <div>Compendium—Part 1. Published.</div> <div>Compendium—Part 2. Published.</div> <div>Compendium—Part 3. In hands of printer.</div> <div>Abstract. Published.</div> <div>Atlas. In hands of printer.</div> | | |

COST PER CAPITA OF EACH CENSUS OF THE UNITED STATES FROM 1790 TO 1890.

| | | | |
|-----------|---------|-----------|---------|
| 1790..... | \$0.011 | 1850..... | \$0.057 |
| 1800..... | .013 | 1860..... | .061 |
| 1810..... | .025 | 1870..... | .087 |
| 1820..... | .022 | 1880..... | .117 |
| 1830..... | .029 | 1890..... | .183 |
| 1840..... | .049 | | |

NOTE.—The above figures are based upon the population and total cost at each census given in table prepared by Pitman Pulsifer, except for 1890, where the population of the entire country, including Alaska, Indian Territory, and Indian reservations (62,979,766), and total amount of appropriations to June 30, 1896 (\$11,546,662.50), have been used.

NUMBER OF ENUMERATORS AT THE CENSUS OF 1890, CLASSIFIED BY RATES OF COMPENSATION.

| | |
|--|--------|
| Regular enumeration | 43,533 |
| Special enumeration (institutions) | 2,226 |
| Reenumeration | 1,045 |

Total receiving compensation 46,804

Rates of compensation.

| | |
|------------------------|--------|
| Per capita: (1) | |
| Rate A (minimum) | 34,595 |
| Rate B (medium) | 5,247 |
| Rate C (maximum) | 3,110 |

Total per capita 42,952

Per diem:

| | |
|-----------|-------|
| \$4 | 2,203 |
| \$5 | 1,067 |
| \$6 | 582 |

Total per diem 3,852

NOTE.—Of the whole number of enumerators receiving compensation at the census of 1890, more than nine-tenths were paid per capita rates. In order to determine the amount of the compensation that each of these enumerators was entitled to receive, a verified count of the entries made on each of the schedules returned by them was necessary, and computations made in each case according to the rates to be paid. This required the services in the population division (where all the schedules were first received, examined, and afterwards sent to the respective divisions where the detailed tabulations relating to each subject of investigation were subsequently taken in hand) of a force of 400 clerks working steadily for four and a half months, at a cost for compensation alone of from \$100,000 to \$120,000.

There was also employed in the office of the disbursing clerk a large force of clerks, designated as the "enumerators' pay branch," numbering from 200 to 250 clerks, who were occupied in auditing the accounts of enumerators and performing all the incidental clerical work necessary to the settlement of these accounts, aside from the actual work of filling out, signing, and mailing of the drafts sent out under the personal direction of the disbursing clerk. This "enumerators' pay branch" was organized immediately following the practical close of the enumeration on June 30, 1890, and was in full operation until February 1, 1891, when over three-fourths of the clerical force was transferred to other branches of the census work.

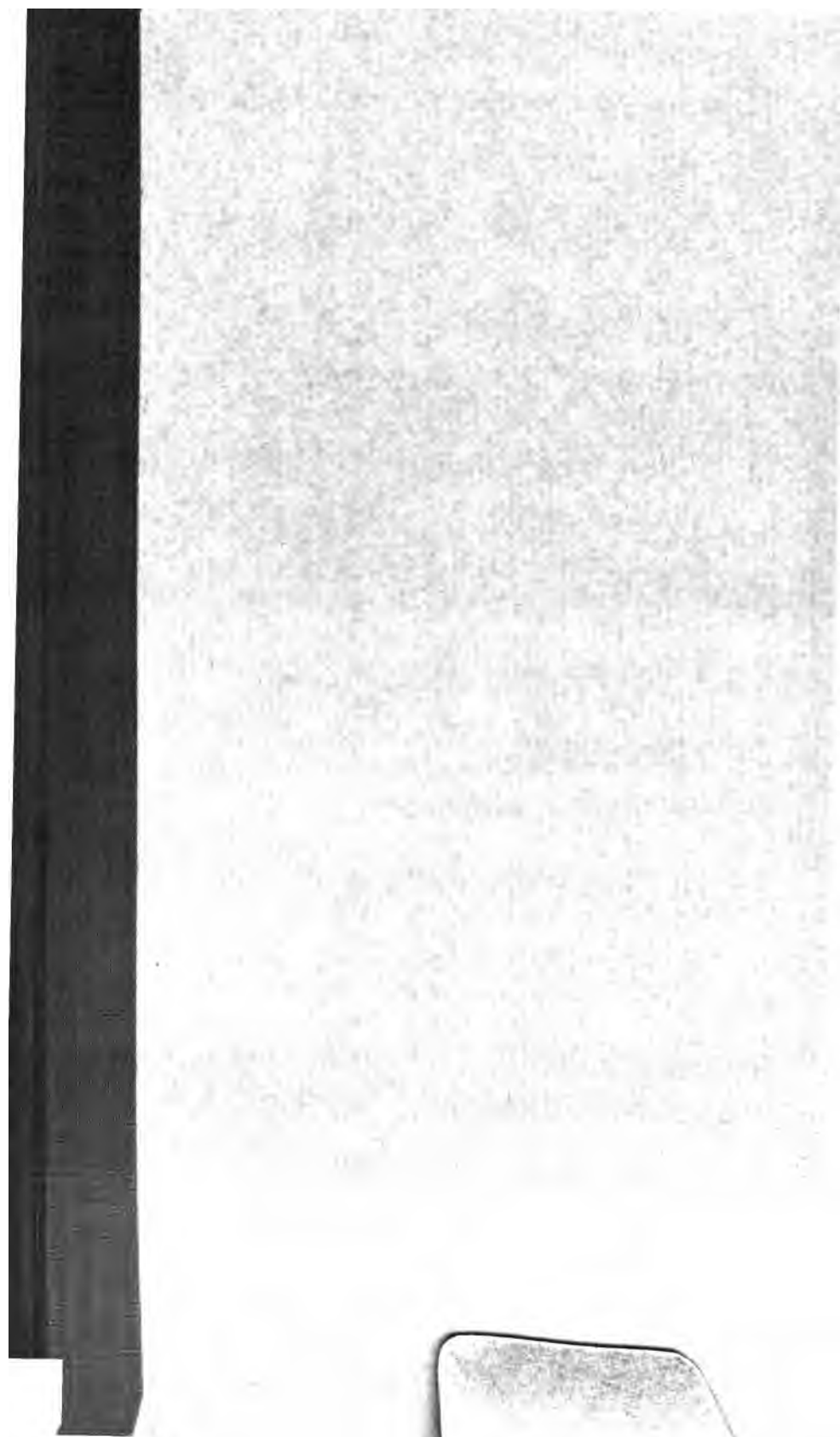
The number of enumerators' accounts remaining unpaid February 1, 1891, seven months after the close of the enumeration, was 2,518, barring suspended accounts, for which payment was withheld for various reasons. Although it has been impossible to obtain readily accurate data as to the clerical cost of this work in the office of the disbursing clerk, a conservative estimate would be that it represented the services of at least 225 clerks for a period of seven months at a total compensation for that period of \$110,000.

The two forces combined means the employment of an equivalent of 281 clerks for an entire year, at a total cost for clerical service alone of, approximately, \$230,000, and of which a very large part would have been unnecessary if per diem rates had been paid in all cases.

¹ Per capita rates were 2, 2½, and 3 cents for each name on population schedule; 15, 17½, and 20 cents for each farm, and 20, 25, and 30 cents for each establishment of productive industry. A uniform rate was paid in per capita districts of 2 cents for each death, 5 cents for each entry on the supplemental schedule, and 5 cents for each entry on the veterans' special schedule.

1. The first part of the document is a list of the names of the persons who were present at the meeting.

2.



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